AGENDA

MILWAUKIE CITY COUNCIL WORK SESSION
FEBRUARY 7, 2006

MILWAUKIE CITY HALL
Second Floor Conference Room
10722 SE Main Street

WORK SESSION – 5:30 p.m.

A light dinner will be served.

Discussion Items:

	Time	Topic	Presenter
1.	5:30 p.m.	North Industrial Planning	Kenny Asher
2.	5:45 p.m.	Clackamas Fire District #1 Annexation Tax Issue	Mike Swanson
3.	6:00 p.m.	Adjourn	

EXECUTIVE SESSION – 6:00 p.m. (time approximate)

The Milwaukie City Council will go into Executive Session pursuant to ORS 192.660(2)(e) to conduct deliberations with persons designated to negotiate real property transactions and (h) to consult with attorney regarding legal rights and duties in regard to current litigation or litigation likely to be filed.

All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions as provided by ORS 192.660(3) but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.

Public Notice

- The Council may vote in work session on non-legislative issues.
- The time listed for each discussion item is approximate. The actual time at which each item is considered may change due to the length of time devoted to the preceding items.
- For assistance/service per the Americans with Disabilities Act (ADA) please dial TDD (503) 786-7555.
- The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.

To: Mayor and City Council

Through: Kenny Asher, Community Development & Public Works Director

From: Alex Campbell, Resource & Economic Development Specialist

Subject: North Industrial Area Planning

Date: January 23, 2006, for Council Work Session of February 7, 2006

Action Requested

None. This report is intended to stimulate a discussion on the merits of a to-be-determined North Industrial area planning process.

Background

The North Industrial Area of Milwaukie is 290 acres of industrially zoned land in the Northwest quadrant of the City (bounded by OR 224 to the south, the City of Portland to the north, 17th Avenue to the west, and Railroad Avenue to the east). McLoughlin Blvd. (OR 99E) bisects the area. (Maps attached.)

The area represents a significant share of local economy activity, including 3.7 million square feet of industrial and commercial buildings and over 8% of the total City property tax base. Approximately 2,300 full-time jobs are located in the area. A majority of those jobs are in sectors with above-average wages, particularly in relation to the level of education required.

One of the area's primary competitive advantages is its excellent location – within 5 miles of both downtown Portland and US I-205 – and railroad access. Roughly one-third of employment is in shipping/warehouse and wholesale trade sectors, which are highly reliant on their ability to move freight efficiently in and out of the area. Another third of employment is in manufacturing (including specialty construction products). Many of these firms also require truck access (and to a lesser extent rail) to bring in supplies and to ship products. As a result, the quality of the connections to the regional transportation network is vital to the economic health of the district.

Local businesses have raised concerns at a number of points in recent years about problems with truck movements at tight internal intersections (such as Mailwell and Main) and with access limitations to and from OR 99-E (particularly the Main/Milport/McLoughlin intersection). Recent testimony by local property owner's before the Planning Commission regarding the proposed TriMet "Park and Ride" at the Southgate Theater site highlighted the depth of these concerns.

In 2003, the City (with support from prime consultant OTAK and subcontractors Hobson Ferrarini Associates and DKS Associates) completed a study of land use and transportation in the North Milwaukie Industrial Area ("North Industrial Area Land Use / Transportation Plan" or "NILUS"). The study evaluated regional market demand for multiple types of property; current conditions; and improvements that would be necessary if the area were to transition to higher intensity uses. It recommended a package of intersection improvements for the short-, middle-, and long-term (detailed in the attached memo).

Local businesses raised concerns about the introduction of potentially conflicting uses (i.e., more office uses) considered in NILUS. A group of concerned business and land owners funded a transportation study by Kittleson Associates, which identified problems with existing conditions and scrutinized the NILUS proposals. In mid-2003, local focus shifted to "Working Group' discussions of the proposed light rail alignment. NILUS recommendations were put on hold.

TriMet's Amended Supplemental Draft Environmental Impact Statement (ASDEIS) process for Milwaukie Light Rail Transit (LRT) is scheduled to restart in 2006. The Locally Preferred Alternative ("LPA") envisions the placement of light rail along Main Street from Tacoma Street to the Southgate Theater site. Such an alignment – particularly in combination with the additional traffic that would be generated by a light rail station within the industrial area – was widely criticized by area businesses in the Working Group process because of concerns about negative impacts on freight mobility.

Since the elimination of the Kellogg Lake site from consideration as a transit center, staff has been revisiting these North Industrial Area issues. Fundamentally, the challenge is to manage the natural tension between regional through-traffic along the 99E/224 corridor and local needs for safe and efficient access in and out of the North Industrial area.

In preliminary conversations, staff has found some interest among state and regional agencies, including Metro, TriMet, ODOT, and OECDD, in exploring the economic and transportation/transit issues in this area. While the challenge can be conceptualized fairly simply (i.e., conflict between the regional traffic/transit and local need for access), effective solutions will certainly require fine-grained analysis and committed public and private partners.

If the Council feels that this work is important and valuable for the City, staff will work with partner agencies and local stakeholders to determine if the situation warrants a multi-agency planning process.

Both the scoping work and any follow-on study could potentially inform the LRT ASDEIS planning process. One possible outcome of a formal planning process would be the definition of a multi-modal transportation package that integrates transit, rail, highway, freight and local access improvements that could support existing businesses while enhancing the City's long-term economic vitality.

Concurrence

ODOT has expressed a willingness to continue this discussion. City of Milwaukie departments of Engineering and Planning have been consulted on this idea and have concurred that it is an important area of study for the City.

Fiscal Impact

N/a

Work Load Impacts

None. This work will be absorbed into existing positions: chiefly the Community Development and Public Works Director and the Resource and Economic Development Specialist, with contributions from the departments of Engineering and Planning.

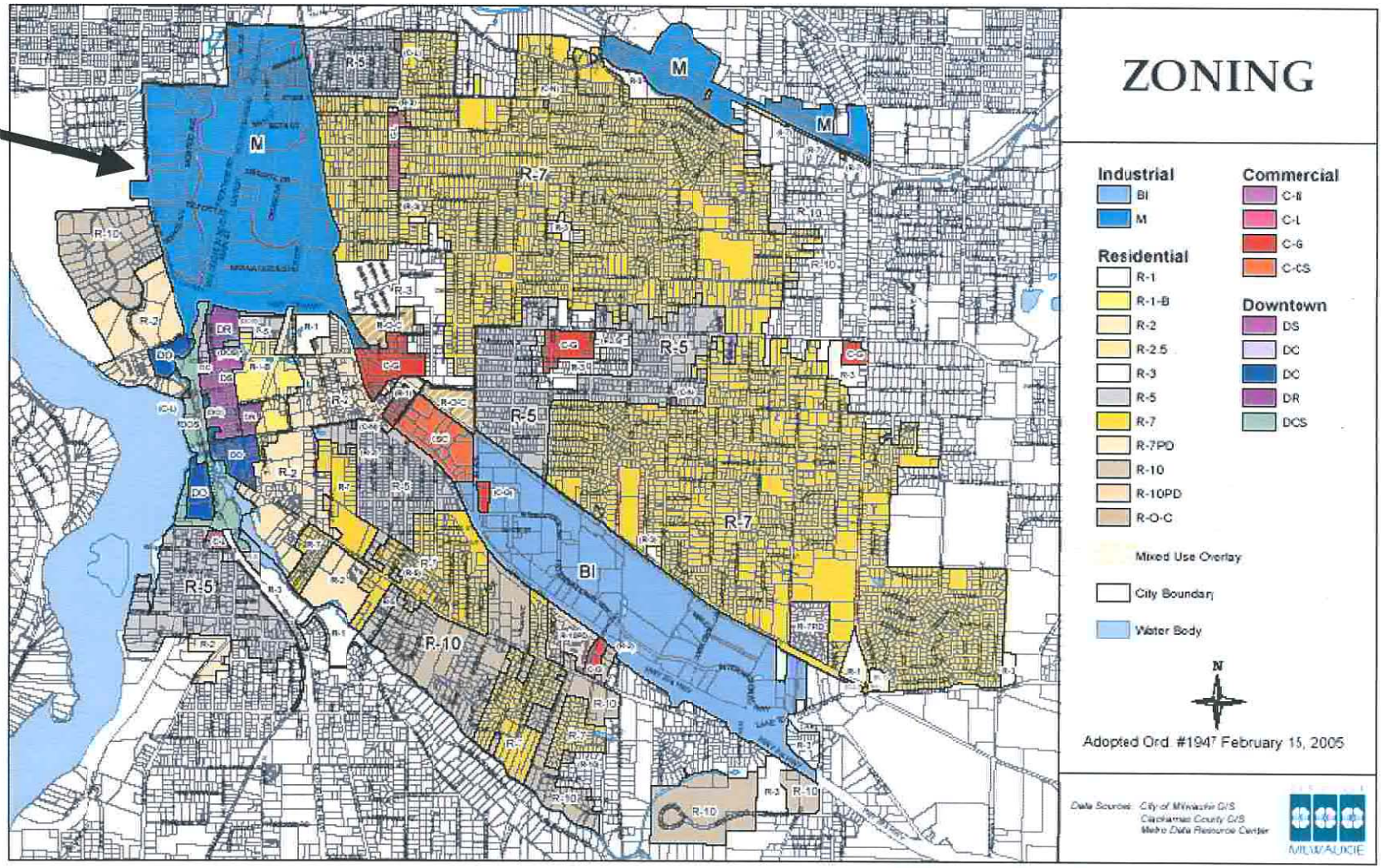
Alternatives

Council may direct staff to cease these discussions, as they could (if productive) lead to a planning effort that would require city resources (staffing and some funding). Ultimately this effort could point to transportation or transit improvements that could require city resources (staffing and funding). Staff recommends, however, that Council affirm this effort – recognizing that without further attention, the transportation, transit and economic challenges in the North Industrial area will likely worsen, to the detriment of the City.

Attachments

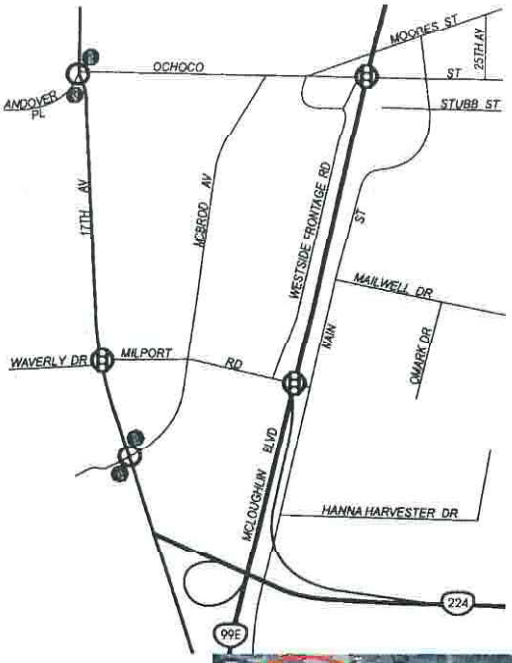
1. Maps
2. Staff memo on previous study findings/policy context

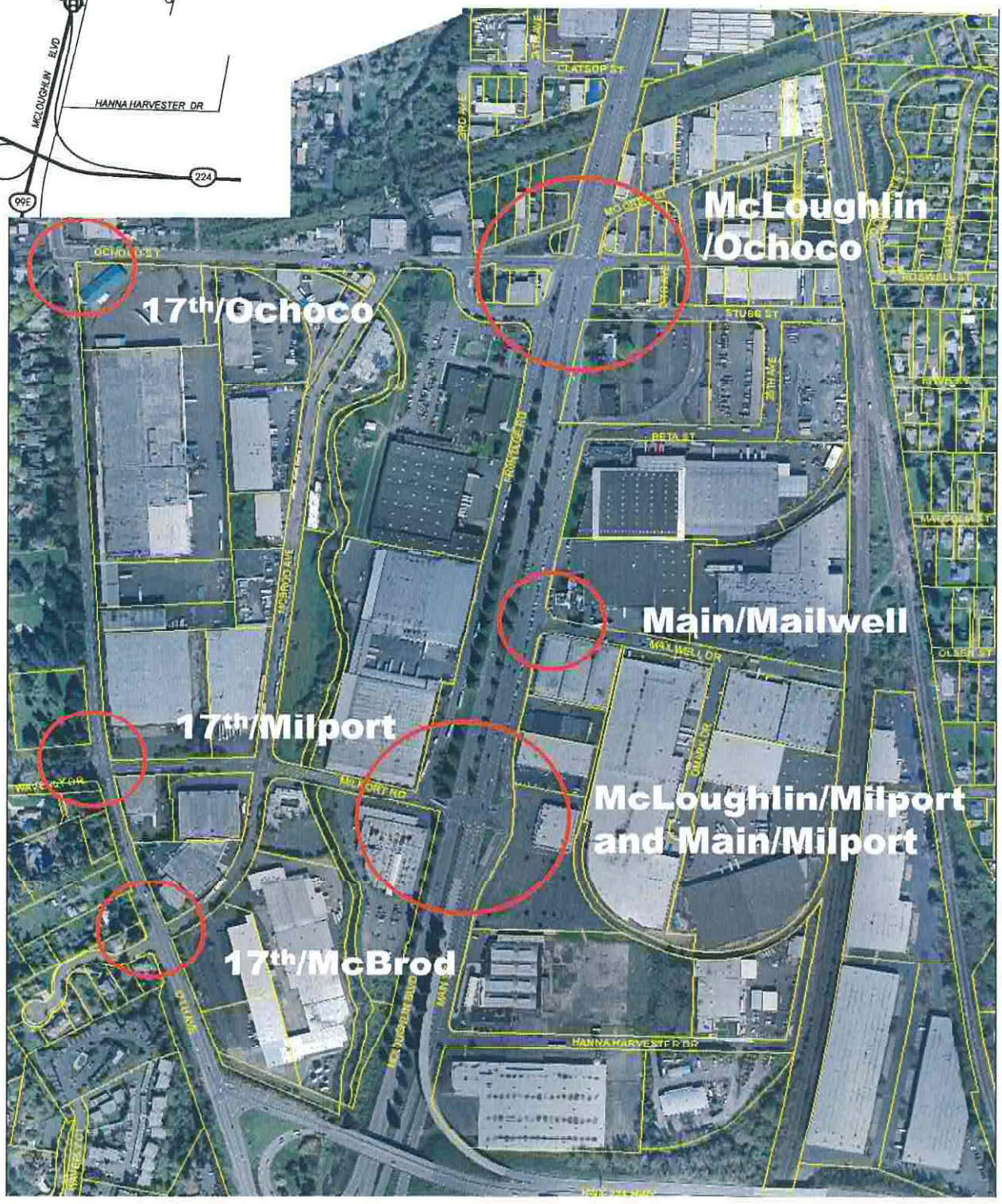
North Milwaukie Industrial Area



ATTACHMENT 1

North Milwaukie Industrial Area – Key Intersections





Attachment 2

North Milwaukie Industrial Area
Key Findings/Recommendations of Prior Studies/Policy Documents
(Collected January 2006, City of Milwaukie, Community Development)

Summary:

- City TSP & RTP both call for corridor study of 99E/224 (particularly the connection of 99E and 224, but also interactions between highways and local circulation).

- South Corridor Project SDEIS
  - Identified probable negative impacts of LRT on three intersections:
    - Milport/Main
    - Milport/McLoughlin and
    - Tacoma/McLoughlin
  - Proposed mitigations rely to some extent on signal timing changes to reach an acceptable level of service
  - Other negative impacts recognized:
    - closure of SE Moore
    - narrowing of Main
    - loss of on-street parking
  - SDEIS does not clearly address whether gates on Ochoco and Milport for train crossings would impact traffic/whether those impacts were factored.

- NILUS proposes further study & improvements
  - Near Term (1-5 years):
    - McLoughlin/Hwy. 212/224 “Access Refinement Study”
    - Main/Milport Realignment
  - Mid-Term (6-15 years):
    - 17th & Ochoco traffic light
    - North Main Extension
    - McLoughlin & Milport – additional turn lanes
  - Long-Term (16+ years):
    - McLoughlin/224 interchange fix

- Kittleson identifies a number of unanswered questions regarding:
  - Timing of improvements
  - Relation of traffic needs and land use
  - Interaction of multiple transportation systems

Details follow in chronological order of report publication…

City of Milwaukie, TSP [1997]

Table 6.11
Future Street Improvements Project List [selected items, *emphasis* added]

Number	Location	Description
8	ORE 224 Access Control	Surface intersections will operate at poor levels of service in future without improvement. Even with intersection modifications, adequate operation cannot be maintained in the future. Tri-Met LRT crossing of ORE 224 affects design solutions. *A coordinated corridor study of ORE 224/ORE 99E through Milwaukie is needed involving the City, County, ODOT, and Tri-Met (including study of ORE 224, ORE 99E, and adjacent surface streets).*
10	ORE 99E / Access Control	Capacity constraints of signalized intersections between the Tacoma Street interchange and ORE 224 will require access control with future traffic to avoid diversion of traffic onto Milwaukie streets. For safety and capacity needs, full access control should be considered. Two improvements that need to be made include: (1) the frontage road connection from Milport Road to Tacoma Street, and 2) the overcrossing of Ochoco Street across ORE 99e. *Access to future LRT park and ride station must be integrated into the future circulation*. Access control consideration may favor placing the LRT station closer to the Tacoma Street overcrossing than to the south. *The ORE 99E/ORE 224 Corridor study should address the optimal configuration of local streets and overcrossing.*

South Corridor Project, "Supplemental Draft Environmental Impact Statement," Chapter 4 [December 2002]

See Table 4.3-5, "2020 P.M. Peak-Hour Intersection Level of Service, by Alternative"

"additional trips to the street network associated with the Tacoma Street, Southgate" Park-and-Ride Lots would "increase vehicular volumes" at SE Tacoma St, SE Milport, and 17th Ave (& McLoughlin) "and would cause deterioration in their level of service compared to the No-Build Alternative."

Potential mitigation:
"at the intersection of SE Tacoma Street and SE McLoughlin Blvd at the northbound on-off ramp, could include protected northbound and southbound left-turn phases, coupled with a reconfiguration of the north and south lane geometry to accommodate new phasing and optimized signal timing."
"at the intersection of SE Milport Road/SE McLoughlin Blvd … could include signal timing optimization and additional turn lanes westbound on SE Milport …" (p. 4-35, 4-36)
"Alternatives to the at-grade light rail crossing of SE Main … could be considered, which could avoid queuing impacts, including relocating SE Main Street east of the station area. Studies of the stacking and sight distance requirements along SE Main Street will be necessary for any access that is not conforming to the City of Milwaukie's 200-foot access spacing standard. For example, vehicular access to the south parking lot may need to shift to the south. It may also be desirable to consider a roundabout design…"

South Corridor Project, "South Corridor Transportation Results Report," Chapter 6 "Milwaukie Sub-Area". [DRAFT REPORT, December 2002]

Found that mitigations were called for at McLoughling and Milport for a Southgate LRT TC/park and ride due to traffic and queueing impacts.

2020 PM Peak Unmitigated Traffic Operations

	Delay	Level-of-Service	Demand-to-Capacity
No Build	12.5	B	0.93
Busway Alternative	108.3	F	1.51
Bus Rapid Transit Alt	42.4	D	1.16
Milw LRT	114.2	F	1.17

Freight impacts:

> The Milwaukie LRT … would alter the design of SE Main Street and SE Moore Street which would impact freight movement in the area. Narrowing of SE Main Street (to 26 feet) would require all side streets and driveways to be adjusted to accommodate large truck movements (longer curb returns and wider driveways). A couple of loading docks off Main Street … would need to be limited to smaller trucks or reconfigured… The loss of SE Moore Street would require out of direction travel (small volume and distance) from northbound SE McLoughlin Blvd traffic destined to the west side of Highway 99E (via SE Milport road).

Southgate station would displace 350-400 parking spaces.

Proposed mitigations at Milport for Southgate LRT station:

> The traffic operations mitigation … include modification of the eastbound and westbound geometry to include separate left turn lanes and shared through/right lanes. Other signal phasing improvements such as permitted/protected left turns in the east/westbound directions and signal timing modifications such as increasing the cycle length to 120 seconds and optimize the signal timing would help to reduce impacts at this intersection. .. additional mitigation for the southbound direction of volume is necessary … [these] could include additional capacity in the southbound direction of SE McL Blvd, reduction of the park and ride spaces … relocation of Southgate park-and-ride, access management for circulation to/from the Southgate park-and-ride site, and corridor improvements along Hwy 99E ….
>
> … Potential redesign of the access for the park-and-ride, and circulation of the Southgate transit station, should be evaluated further to determine an appropriate access strategy and design to accommodate the potential queues.

OTAK, "North Industrial Area Land Use/Transportation Plan" [ODOT/TGM Project, May 2003]

Based upon input from Hobson Ferrarini regarding redevelopment potential and a DKS Associates transportation analysis (March 2003), recommended the adoption into the City of Milwaukie TSP of a

phased set of capacity and access improvements (including both those recommended in the South Corridor planning and some additional improvements):

Near Term (1-5 years)	Description
McLoughlin/Hwy. 212/224 Access Refinement Study	Conduct study of vehicle movements, congestion, freight and auto circulation, and grade separation design options and funding strategies for the Hwy. 212/224/McLoughlin Interchange.
McLoughlin & Ochoco intersection	Coordinate with ODOT to evaluate potential for left-turn pocket for southbound McLouglin traffic to Ochoco. [Hold until construction of N. Main Extension of Interchange – see below]
Main/Milport Realignment	Reconfigure Milport at Main to provide vehicle queuing capacity as part of Southgate transit center project.
Mid-Term (6-15 years)	Description
17th & Ochoco	Add southbound left and northbound right turn lanes, and new traffic signal.
North Main Extension	Extend Main Street to Tacoma
McLoughlin & Milport	Add southbound through lane and right turn lane. Add separated right turn lane (eastbound) from Milport to McLoughlin, add left turn out from Milport (westbound) to McLoughlin.
Long-Term (16+ years)	Description
McLoughlin Interchange	Provide Grade separation of McLoughlin at Milport to enhance direct access to Hwy 212/224 from southbound McLoughlin

Kittleson & Associates, "North Milwaukie Industrial Lands Access and Circulation Study" [June 11, 2003]

Observations:

- RTP concept requires significant access and circulation improvements to preserve land uses
- RTP concept is expensive, impacting, and creates less-than-ideal designs
- Long range (at-grade) plans are expensive and aren't consistent with ODOT and Metro objectives
- Some components of RTP concepts are compatible to Long Range plans
- Near term improvements just postpone the inevitable
- LRT line appears to create new constraints and issues that should be addressed

Questions for future discussions:

- What is the optimal range of land uses for the area? How ill the current core uses be complemented by future development?
- How important is access and circulation to maintaining the area's economic viability?
- Is the RTP concept the best plan? If so, should we have a 'road map' to get there?
- Near term improvements just buy time. How should we best use that time?
- The LRT alignment and stations are significant features that once placed, won't likely be moved. What is the best way to be sure the benefits to the region complement the sub-area?
- Are you ready to tackle this huge effort now or do you wish to deal with it later?

Milwaukie Transit Center Working Group, "Milwaukie Transit Center Evaluation Factors for Discussion" [November 13, 2003]

Three mitigations for direct traffic impacts on Milport due to the Southgate LRT Transit Center (the base case with no mitigations was termed "1.1"):

Milport Hook via Harder (Option "1.2")
Milport Hook via new Hwy 224 Tunnel ("1.3")
Elevated LRT with Milport Fix ("1.4")

Findings:

- Traffic Delay:
  - Alternative 1.1 has level of service F conditions and operational problems at McLoughlin/Milport. Alternatives 1.2, 1.3 and 1.4 mitigate those problems to minimally acceptable levels.
- Access & Circulation/Trucks
  - Alternative 1.1 has little out of direction travel but compresses the rail crossing and station access into a congested location at Main/Milport. Access spacing is non-compliant. Queues substantially exceed available space on Milport. Alternatives 1.2, 1.3 and 1.4 not only eliminate the complexity of the LRT crossing and station access, but have compliant access spacing and adequate queue storage – better than existing. However, they produce ou of direction travel.
- 2020 Intersection Performance, PM Peak Hour

Alternative	McLoughlin & Ochoco	McLoughlin & Milport	Main/Milport
2020 Base	(B) 0.85	(B) 0.93	A/B
1.1	(B) 0.86	(F) 1.18	A/C
1.2	(B) 0.86	(C) 0.97	A/B
1.3	(B) 0.86	(C) 0.97	A/B
1.4	(B) 0.86	(C) 0.97	A/D

- Queueing at McLoughlin/Milport Road: (Available space) 95th percentile queue in feet

Alternative	Eastbound on Milport	Westbound on Milport
2020 Base	(1280) 200	(50) 75
1.1	(1280) 150	(50) 300
1.2	(1280) 200	(380) 275
1.3	(1280) 200	(380) 275
1.4	(1280) 200	(380) 275

Metro, "2004 Regional Transportation Plan" [July 8, 2004]

Chapter 3, RTP systems analysis on Hwy 99E (Portland central city to Hwy 224):

Improvements defined in the 2020 Preferred System for this segment of 99E are focused on:

- maintaining an acceptable level of accessibility to the Portland central city
- providing a transit alternative to Highway 99E
- providing a better transition from Highway 99E to Highway 224 in Milwaukie

The following are key findings and conclusions, reflecting analysis of the performance of the improvements defined for this corridor.

Findings: Highway 99E is expected to remain congested during the evening two-hour peak period despite widening to six lanes, significant street access limitations and frequent light rail transit and bus service in the corridor. Light rail ridership is expected to be high during the evening two-hour peak period. Parallel arterial streets are not expected to experience congestion during the evening two-hour peak period.

Conclusions: A more detailed evaluation of the timing and scope of proposed improvements, including light rail to Clackamas regional center along Highway 224, is needed to address heavy travel demand in this corridor and along Highway 224 between 99E and I-205. In addition, a LOS policy change to F/E during the evening two-hour peak period is recommended. Metro is currently leading a study to consider transportation alternatives in this corridor to define an interim solution for addressing travel demand in this corridor. The study, called the South Corridor Transportation Alternatives Study, was established to address the above factors as well as in response to the defeat of the November 1998 ballot measure that would have reaffirmed local funding for the South/North light rail project. The study is organized into segment-specific corridor teams based on specific study segments, allowing for solutions that are tailored to the needs of each segment. The transportation strategies for each segment will be integrated into a single transportation strategy for the entire corridor. In the later part of the plan period, parallel light rail service provides an effective, reasonable alternative for accessing the Portland central city. See Chapter 6 for more detail on the South Corridor Transportation Alternatives study.

Chapter 6 of the RTP notes the need for a refinement study for the Mcloughlin-Hwy 224 corridor:

McLoughlin-Highway 224

Long-term improvements are needed in this corridor to preserve access to and from the Central City from the Clackamas County area, to provide access to the developing Clackamas regional center and to support downtown development in the Milwaukie town center. The recently completed South/North light rail study demonstrated a long-term need for high-capacity transit service in this corridor. The long-term transit need is critical, as demonstrated in the RTP analysis, where both highway and high-capacity transit service were needed over the 20-year plan period to keep pace with expected growth in this part of the region. The 2040 Growth Concept also calls for the regional centers and central city to be served with light rail. Transportation solutions in this corridor should address the following design considerations

- institute aggressive access management throughout corridor, including intersection grade separation along Highway 224 between Harrison Street and I-205
- design access points to McLoughlin and Highway 224 to discourage traffic spillover onto Lake Road, 34th Avenue, Johnson Creek boulevard, 17th Avenue and Tacoma Street
- monitor other local collector routes and mitigate spillover effect from congestion on McLoughlin and Highway 224
- consider an added reversible HOV or peak-period priced lane between Ross Island Bridge and Harold Street intersection
- expand highway capacity to a total of three general purpose lanes in each direction from Harold Street to I-205, with consideration of express, HOV lanes or peak period pricing for new capacity
- provide a more direct transition from McLoughlin to Highway 224 at Milwaukie to orient long trips and through traffic onto Highway 224 and northbound McLoughlin
- provide improved transit access to Milwaukie and Clackamas regional centers, including rapid bus in the short term, and light rail service from Clackamas regional center to Central City in the long term